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REPORT OF THE SECRETARY-GENERAL ON THE UNITED NATIONS ANGOLA VERIFICATION MISSION (UNAVEM II)

I. INTRODUCTION

1. The present report is submitted pursuant to Security Council resolution 903 (1994) of 16 March 1994, in paragraph 11 of which I was requested to ensure that the Council is informed regularly on the progress of the talks in Lusaka as well as on the military and humanitarian situation in Angola. Following consideration by the Council of my last report dated 31 March 1994 (S/1994/374) on the United Nations Angola Verification Mission (UNAVEM II), the President of the Council addressed a letter to me dated 14 April 1994 stating the determination of the Council to monitor closely the Lusaka peace talks and asking to be regularly briefed on the matter. Since then, members of the Council have been informed regularly of the progress of the Lusaka peace talks and on developments in Angola.

II. POLITICAL DEVELOPMENTS

2. In his letter of 14 April 1994, the President of the Security Council reaffirmed the importance which the members of the Council attached to a prompt and successful conclusion of the Lusaka peace talks. He stated that the members of the Council believed that it was essential for the Government and the União Nacional para Independência Total de Angola (National Union for the Total Independence of Angola) (UNITA) to approach the remaining issues with realism and the necessary political will. The members of the Council also expressed their concern regarding the continuing outbreaks of hostilities and their impact on the civilian population.

3. It will be recalled that, in my last report, I informed the Security Council that 12 out of 18 specific principles relating to national reconciliation had been agreed upon at the Lusaka talks. These principles cover, inter alia, concepts such as tolerance, trust, coexistence, pardon and amnesty, as well as concrete questions, including the reaffirmation of the need for security guarantees, freedom of association, freedom of speech and freedom of the press, the independence of the Judiciary, the adoption of the symbols of State and the status of the President of UNITA.

4. The six remaining principles relating to the question of national reconciliation which have yet to be agreed upon are:

(a) UNITA's participation in the management of State affairs;

(b) The future status of "Vorgan" radio;

(c) The re-establishment of State administration throughout Angola;

(d) The return of Government property in the hands of UNITA, and vice versa;

(e) The assumption by UNITA members of Parliament of their seats in the National Assembly;

(f) The provision of appropriate facilities to UNITA, including adequate residences for its senior leaders.

5. Pending agreement on the above-mentioned principles, at the suggestion of my Special Representative, Mr. Alioune Blondin Beye, the Government and UNITA delegations undertook the consideration of the other remaining items of the agenda, namely:

(a) The completion of the electoral process;

(b) The future mandate of the United Nations in Angola and the role of the three observer States of the "Acordos de Paz" (Portugal, the Russian Federation and the United States of America).

6. Consideration of the item on the completion of the electoral process followed the same approach as that applied to the other agenda items. Following an agreement on 20 April 1994 on the general principles pertaining to this question, the discussions focused on the specific principles and on the modalities for the conduct of the elections. The specific principles, of which there were eight, dealt essentially with the conditions under which the second round of the presidential elections would take place, as well as with the applicable legislation. Agreement was reached on all issues relating to this item on 5 May 1994.

7. On 12 May 1994, my Special Representative and the three observer States submitted to the Government and UNITA delegations new proposals aimed at breaking the impasse concerning the six remaining specific principles which had not yet been agreed upon.

8. I met with my Special Representative at Geneva on 8 April and at Johannesburg on 11 May. On his return from Geneva, my Special Representative delivered to President José Eduardo dos Santos a letter dated 8 April in which I urged the Government of Angola to demonstrate the necessary flexibility and political will to ensure a successful conclusion of the Lusaka talks. On the same day, I addressed a letter containing a similar request to the UNITA leader, Mr. Jonas Savimbi.

9. In addition to the question of national reconciliation whose specific principles and modalities are currently the subject of discussion at the Lusaka talks, the future mandate of the United Nations in Angola and the role of the observers and the new mechanism which will be responsible for the implementation of the "Acordos de Paz" and the Lusaka Protocol remain to be agreed upon. It is the view of my Special Representative that the consideration of these issues should not take a great deal of time since a measure of agreement has already been achieved.

III. MILITARY SITUATION AND THE STATUS OF UNAVEM II

10. The second half of March and the first days of April 1994 were marked by an intensification of the fighting throughout the whole territory of Angola. It appeared that Government forces were attempting to consolidate and improve their position in the provinces of Kwanza Norte and Uíge. UNITA, for its part, conducted raids in the central and southern regions of the country, including in Bié, Huíla, Kwanza Sul and Benguela provinces. There were reports, later denied by the Government, that UNITA forces had captured the strategically important town of Chongoroi. In addition, both sides continued active reinforcement, resupplying and repositioning of their forces. UNITA conducted ambushes and small-scale attacks and shelled cities under siege. These military actions resulted in a worsening of the humanitarian situation and in the further restriction of circulation of goods and movement of people.

11. During the second week of April, the intensity and scale of military activities decreased. However, small-scale operations and guerilla-type activities, especially by UNITA, continued. The situation remained unchanged throughout the remainder of April.

12. On 19 April, Malange airport and the city itself were shelled while a World Food Programme (WFP) aircraft was unloading cargo. Humanitarian flights to this city were temporarily suspended, but resumed on 21 April.

13. During May, the military situation remained tense throughout the country, as both the Government and UNITA continued to conduct military operations in several provinces. Government forces took control over the provincial capital of Kwanza Norte, N'Dalatando. UNITA has also reportedly concentrated troops around Kuito/Bié. As a result of the continuing hostilities, emergency relief flights to some locations have been disrupted.

14. During the period under review, UNAVEM II remained at its reduced strength of 50 military, 18 civilian police and 11 military medical staff, complemented by a small number of political, humanitarian and logistical personnel. In addition to Luanda, teams of military and police observers are deployed in four other locations. Their presence remains an important element in the effort towards a political solution to the crisis. The activities of military and police observers essentially consist of extensive patrolling, monitoring and assessing the military situation, liaising with various officials on the ground and assisting in the delivery of humanitarian aid.

15. While negotiations in Lusaka continued, the Secretariat and UNAVEM II stepped up their contingency planning in anticipation of a comprehensive settlement. On several occasions in the past, the Security Council has reiterated its readiness to take prompt action to expand substantially the United Nations presence in Angola in the event of significant progress in the peace process. In paragraph 13 of my last report to the Security Council (S/1994/374), I outlined the human and material resources which will be required immediately for the start-up phase of an enlarged operation. United Nations specialists have reviewed air support and other special logistic requirements. A demining consultant is currently working on preparations for a nationwide mine clearance programme (see para. 18 below), while public information needs of a possible expanded operation are also being outlined. The guidelines for potential troop-contributing countries have been revised, and a briefing was organized for them at United Nations Headquarters. Planning is also proceeding for a meeting of the Chiefs-of-Staff of the Armed Forces of the Government and UNITA, which is scheduled to take place 10 days after the initialling of an agreement in Lusaka.

IV. HUMANITARIAN SITUATION

16. In spite of the increased military activities in various parts of the country during late March and early April, United Nations organizations and non-governmental organizations (NGOs) continued to implement the emergency humanitarian assistance programme which is aimed at providing relief to all accessible locations. For the first time since the outbreak of the conflict, an evaluation was also carried out of areas to which, for various reasons, access had been restricted. While difficulties continue to be encountered in the delivery of humanitarian aid by land, air deliveries of food supplies have increased. Because of the impending cold season, priority has been given to the delivery of non-food items, particularly blankets, clothing and medicine. In addition to the emergency programme, work has also begun on determining strategies for demobilization, social reintegration and mine clearance programmes as soon as a comprehensive peace settlement is reached in Lusaka.

17. The present United Nations emergency relief programme has three major dimensions. First, while the humanitarian situation continues to improve in those areas which have been receiving food, medical and other types of relief assistance over the last four to six months, regular and substantial relief deliveries are still needed to sustain this improvement. Secondly, momentum has to be further increased to respond to the needs of areas where humanitarian activities are ongoing but are greatly hampered by lack of access by road and other logistical constraints. The situation is critical in the areas of Cubal and Dondo, where conditions are deteriorating daily from the inability to deliver relief supplies because of unsafe roads. WFP was thus obliged in mid-April to undertake air drops of relief supplies into Dondo (the first time that such an operation was carried out in Angola), as an emergency measure to alleviate the food crisis confronting more than 80,000 displaced persons there. Thirdly, the humanitarian needs of recently accessed areas such as Tchindjenje and Balombo, or reassessed areas such as Waku Kungo, must be urgently met. The populations in these locations are on the verge of starvation, and it is very likely that similar conditions will be found in other currently inaccessible

areas in Huíla, Bié, Bengo, Kwanza Sul and Kwanza Norte provinces. Once again, the major obstacles to the delivery of relief supplies and the inability of humanitarian organizations to establish their presence are either lack of security conditions or major logistic problems.

18. Since my last report, work has commenced on the development of a humanitarian programme for future needs which will have to be addressed once a comprehensive peace settlement is reached. A programme manager has been designated to initiate preparations for the setting up of an office which will be attached to the Humanitarian Assistance Coordination Unit and to formulate a mine clearance programme. After consultations among Government officials, UNITA representatives, donors, United Nations organizations, NGOs and local communities, work has begun on an assessment of the extent of the areas in Angola which have been mined and on plans for a mine awareness programme. Initial preparations are under way to devise a strategy for the demobilization and social reintegration of soldiers.

19. The Under-Secretary-General for Humanitarian Affairs visited Angola from 15 to 18 April, and reviewed the ongoing humanitarian operations there and the role of the Department of Humanitarian Affairs. He discussed the expected increase in humanitarian needs in the event a peace agreement is concluded. He travelled to Dondo, Malange and Kuito/Bié to assess the impact of the humanitarian programme there.

20. With regard to the agricultural and food situation in the country, I am expecting shortly a report of the Food and Agriculture Organization of the United Nations (FAO) and WFP Food and Crop Supply Assessment Mission which visited Angola from 21 April to 6 May 1994 to assess cropped areas, yields and total production of cereal crops and to estimate emergency food requirements. It is expected that the harvest in Angola will once again be poor and that an increased number of persons will require food aid during the second half of the year.

21. In response to the Revised Humanitarian Assistance Appeal, donors have contributed a sum totalling 27 per cent of the target of US$ 179 million. An urgent need remains to afford both United Nations organizations and NGOs the means to address the enormous and increasing needs of the Angolan population. I urge Member States to confirm their contributions and accelerate the actual transfer of funds. While United Nations organizations will continue to allocate funds for specific emergency programmes following an eventual peace agreement, quick access to funding will be needed by them to start up humanitarian programmes related to the implementation of the peace agreement. It is essential that the start-up costs of demobilization, social reintegration and the mine clearance programme be appropriated in a timely manner.

V. FINANCIAL ASPECTS

22. The General Assembly, by its resolution 48/241 of 5 April 1994, authorized me to enter into commitments for the maintenance of UNAVEM II for a period of four months beginning on 1 June 1994 at a rate not to exceed US$ 2,098,700 gross (US$ 1,997,000 net) per month. This authorization is subject to the decision to

be taken by the Security Council with respect to the continuation of the Mission. The cost of maintaining UNAVEM II at its current strength for the period beyond 31 May 1994 will be limited, therefore, to the amount authorized by the General Assembly. In the event of changes in the strength and responsibilities of the Mission during the extension period, any additional resources needed will be sought from the General Assembly.

23. The cash flow situation of the special account of UNAVEM II is extremely critical. As at 16 May 1994, outstanding assessed contributions to the special account amounted to US$ 30.3 million. This represents approximately 17.4 per cent of the total amount assessed on Member States since the inception of the Mission through 31 May 1994. In order to provide UNAVEM II with the necessary cash-flow requirements, loans in a total amount of US$ 29 million have been made to the Mission from other accounts, including the peace-keeping reserve fund. These amounts remain unpaid.

VI. OBSERVATIONS

24. Despite the slow pace of progress at the Lusaka talks, I am convinced that the remaining issues relating to national reconciliation can be resolved if both the Government and UNITA approach them with realism and the necessary political will. Of the six specific principles still to be agreed upon, the one pertaining to UNITA's participation in the management of State affairs appears to be the most contentious since it addresses the crucial issue of the allocation of senior Government posts to UNITA, including the governorships of provinces. I therefore wish to reiterate my strong appeal to the Government and UNITA to show the flexibility needed to reach a comprehensive settlement at the Lusaka talks, so that the people of Angola may finally enjoy peace and stability after so many years of conflict.

25. I am extremely concerned at the continued fighting throughout Angola and its heavy toll on the civilian population. The human suffering, and destruction of infrastructure and property, have had a devastating impact on Angolan society. It is essential that all military operations be brought to an immediate halt, that people and goods resume circulation without restriction and that humanitarian activities proceed unimpeded. The Security Council may therefore wish to renew its appeal to both the Government and UNITA to take all necessary steps which would contribute to creating an atmosphere of trust in the Lusaka negotiations. In this connection, I wish to inform the Council that I have, on several occasions, requested President Mário Soares of Portugal to use his good offices with both the Government and UNITA, and he has always responded positively. I wish to express my deepest appreciation for his efforts.

26. In paragraph 5 of its resolution 903 (1994), the Security Council declared its readiness to consider authorizing promptly the increase of the strength of UNAVEM II to its previous level once an agreement has been concluded and conditions are right for the deployment of additional United Nations personnel. Should a Lusaka Protocol be concluded, I very much hope that the Council will be in a position to decide immediately on the strengthening of the United Nations presence in Angola. In this context, I should like to state again that accommodation, transport, commmunications and other logistical resources, as

well as the necessary financial resources, would have to be provided in an effective manner. For the time being, I consider it necessary that the current structure and mandate of UNAVEM II remain unchanged and that the Mission be extended for an additional three months. At the same time, if the Lusaka peace talks do not produce the expected positive results soon, the Council may consider taking appropriate action, including action on the future of the Mission. To that end, I intend to submit an updated report to the Council by the end of June 1994.

27. The United Nations system continues to pay particular attention to the humanitarian situation in Angola. I appeal to the Government and UNITA to give the necessary security guarantees and to refrain from any action that might jeopardize the safety of the staff responsible for the relief operations or disrupt the distribution of humanitarian assistance to the Angolan people. I also appeal to Member States to continue their support for the current humanitarian programme and to be prepared to support the humanitarian aspects of the comprehensive peace agreement currently under negotiation.

28. I should like to pay a tribute to the representatives of the three observer States who have been cooperating closely with and providing all necessary support to the efforts of my Special Representative. I also wish to acknowledge the important contribution of my Special Representative, the Chief Military Observer of UNAVEM II and their staff for the determination with which they have been discharging their tasks and for their exemplary dedication in difficult circumstances.